

WATERSHED URMP

FOR THE TIJUANA RIVER WATERSHED

PLAN OF ACTION

5. PROPOSED ACTIVITIES TO ADDRESS PRIORITIZED ISSUES



As previously mentioned, Objective #1 of the Tijuana River Watershed URMP is to develop/expand methods to improve water quality within the watershed. As discussed in Section 3 and 4, the identification and prioritization of major water quality issues resulted in a list of constituents of concern to be addressed in the watershed. These concerns are to be addressed by implementing specific activities. New activities will be proposed as new water quality data is collected.

5.a. Activity Selection Process

Based on the yearly watershed assessment, watershed Copermittees will work together to address the issues that have been identified through this process. It should be noted, as the water quality assessment is refined, water quality issues may be identified at several levels: jurisdictional (municipal, county or other governmental entity), cross-jurisdictional (watershed-wide), or regional (cross-watersheds). Generally, a water quality issues that is determined to be specific to a jurisdiction would be referred to that source agency and addressed through their existing program or Jurisdictional Urban Runoff Management Program (Jurisdictional URMP). In other cases, the source(s) may be found to originate from two or more jurisdictions, in which case the problem would be addressed as part of the watershed based program. Lastly, the issue may be found at regional levels (impacting more than one watershed) and would be referred to the appropriate regional technical committee (Monitoring, Outreach, Budget, etc.) for their assessment and recommendations.

Updates to this program will be submitted as part of the annual report and will include the annual evaluation of high priority and other potential water quality issues, describe any changes to the priority listing, and include any revisions to the list of activities.

Many of the activities addressing water quality issues across the watershed may be similar and applicable across jurisdictions. Copermittees will work within their current programs (Jurisdictional URMPs) rather than creating a new program. The watershed-based program can focus efforts and bring consistency to copermittee approaches through this systematic evaluation of water quality issues, prioritization and activity implementation. It is anticipated that watershed and inter-jurisdictional activity lists will be identified by the watershed Copermittees. These projects may be small, for instance adopting consistent

ordinances, or large, such as developing additional strategic or upstream monitoring to determine sources. The responsibilities and funding for these projects will vary significantly depending on the list of activities and the complexity of the problems.

The general steps used to identify and implement activities to address water quality issues vary significantly, but may include the following as time and resources permit:

- Determining the extent of each water quality issue (spatial, temporal and magnitude) and identify unknowns.
- Determining the need for additional data or studies when data or information gaps are identified.
- Identifying existing activities in the watershed related to water quality issue and assessing extent and efficacy of current efforts
- Identifying potential mechanisms to reduce pollutant load and its concentration (structural and non-structural Best Management Practices including education and outreach).
- Assessing, as appropriate, the efficacy, economical impact, benefit to cost ratios, and technical feasibility of potential corrective actions.
- Identifying funding sources for actions under consideration, including grants.

The process of planning actual implementation and scheduling of corrective actions will be iterative, cooperative and likely to change over the course of time as the program develops.

The list of pertinent actions and implementation schedules will be updated through the annual program reporting process. Short and long-term activities may be designated for consideration in future years and labeled as tentative projects. Short-term activities may in some cases, due to the ease of implementation, be scheduled within a year or two, but staggered to allow for ease of project and workload management.

Designation of the responsible parties may vary depending on the planned activities as well as the resources available to individual jurisdictions. The Copermittees will seek to maximize opportunities for regional cooperation and ensure that limited resources are allocated in the most cost effective manner. There are multiple ways in which responsibility for funding and implementation will be assigned including:

- Each Copermittee may be responsible for implementing selected watershed activities within their own jurisdiction;
- Activities may be recognized as regional in nature and addressed by all San Diego Copermittees;

- All watershed Copermittees may share funding of watershed activities and the implementation performed in a joint and collaborative effort; and,
- Activities may be funded through grants, cooperative cost-sharing agreements or a combination of these.

The lead Tijuana River watershed Copermittee, the City of Imperial Beach, is the lead agency for this program, responsible for submittal of the Program as well as coordination of other general activities associated with implementation and reporting.

In future years, as the program develops, watershed Copermittees will use and refine the approach described above to proceed with planning and implementation efforts.

5.b. Proposed Activities

Below are the proposed activities for the Tijuana River Watershed URMP. For this section, "short-term activities" shall mean those activities that are to be completed during the life of Municipal Permit. "Long-term activities" shall mean those activities that are to be completed beyond the life of the Municipal Permit. The water quality assessment of the first year of this program, as described in the previous chapter, leads to the following activities to be implemented in the short-term, as described below.

5.b.1 Activity #1

South Bay Coastal Ocean Observing System Project. The City of Imperial Beach has been awarded a grant under the Clean Beach Initiative to conduct a South Bay Coastal Ocean Observing System (SBCOOS) research project. This project includes the installation of a Coastal Oceans Dynamics Applications Radar (CODAR). CODAR will use Doppler technology and in-water sensors to track ocean currents in the South County area. Understanding the ocean currents is especially important in Imperial Beach. There are several sources of bacterial contamination south of the international boundary that frequently result in beach closures in the south county area. SBCOOS will be able to track ocean currents that can bring this contamination to Imperial Beach and coastal areas further north.

The County of San Diego, Department of Environmental Health (DEH) is investigating SBCOOS as a tool to predict bacterial contamination in water. As part of this investigation, an extensive monitoring program will be conducted. Specifically, the Scripps Institution of Oceanography will monitor for elevated bacteria levels in the ocean when CODAR predicts that contamination from south of the international boundary is being carried north to Imperial Beach.

The California Health and Safety Code mandates DEH to monitor recreational waters for contamination that may harm public health.

Located next to the international boundary, Imperial Beach is subject to sources of contamination that are a health risk to beach users there. Currently the Department of Environmental Health has very limited information about the currents flowing off of the south county. The currents predominantly flow to the south; however bacterial monitoring has shown that sewage contamination from south of the border can flow north and reach Imperial Beach. Unfortunately, bacterial monitoring takes 24 to 72 hours to produce results. SBCOOS will make real time information available on when flows change direction bringing contamination to Imperial Beach. This will greatly enhance DEH 's ability to monitor recreational water and make rapid decisions concerning public health issues.

City of Imperial Beach has and will be taking the lead on the implementation of the South Bay Coastal Ocean Observing System project. The bacteria-monitoring component of the project will be completed by September 2004. Scripps Institute of Oceanography will be conducting the analysis.

5.b.2 Activity #2

Data Analysis and Management Project. Data is the driving force behind responsible management decisions. A valid and comprehensive baseline assessment is imperative to quantify changes in water quality. To this end, the Watershed Copermittees will execute the following steps to ensure accurate representation of the water quality in the Tijuana River watershed:

1. Inventory available sources of data
 - Obtain raw data (identify source, quality of data)
 - Develop GIS coverages of monitoring locations
 - Potential sources of data:
 - Dry Weather Monitoring
 - Mass Loading Station
 - Coastal Storm Drain Outfall
 - Urban Stream Bioassessment
 - Ambient Bay, Lagoon, and Coastal Receiving Water
 - Toxic Hot Spots
 - Other jurisdictional data (U.S. and Mexico)

- Special studies (universities, research agencies, IBWC etc.)
 - Other sources
 - Data may be stored in a centralized repository to expedite analyses.
2. Analyze the available data and determine if additional monitoring stations and/or additional data is necessary to develop a baseline assessment
 - Perform spatial analyses to ensure adequate representation of the various geographic, hydrologic, and meteorological conditions in the watershed. The monitoring locations in the Tijuana River watershed must be able to distinguish between pollution originating in the U.S. and Mexico.
 - Perform statistical analyses on comparable data to identify constituents of concern in the watershed.
 3. Based on the results of #2:
 - If additional monitoring stations are necessary to capture the spatial variability in the watershed, establish new stations and develop a monitoring schedule.
 - If additional data is required to perform statistical analyses, establish a monitoring protocol to collect the necessary data.
 - Seek funding to address issues that have been confirmed through science.
 4. These steps will be repeated as necessary to accurately characterize the water quality of the Tijuana River watershed. As sufficient data is collected, trend analyses will also be conducted to assess temporal patterns of pollutant concentrations in the watershed.

This data analysis and management protocol will allow for a scientifically-valid characterization of the water quality and, over time, a long-term assessment of the watershed management strategies. Please note, that completion of these activities is dependent upon funding and resource availability.

5.b.3 Activity #3

Integrated Pest Management Campaign. The San Diego Regional Water Quality Control Board has identified education as the single most effective best management practice (BMP) to address water quality degradation related to pesticide use²¹. While organophosphate pesticides have been identified as regularly exceeding water quality objectives in several watersheds throughout the region, education efforts in relation to pesticide use will focus on promoting responsible practices in irrigation and use of pesticides as well as providing information about alternative pest-control techniques.

A Pest Management Guide (such as the one produced by the City of Modesto Storm Water Program in cooperation with the University of California Statewide Integrated Pest Management Project) will be produced for use within San Diego county at the regional level at many diverse outreach events. Additional, other targeted outreach opportunities such as Point of Purchase campaigns will be explored and integrated with existing efforts as appropriate. The guide along with other general educational materials will be widely distributed to residents and businesses within the region regardless of jurisdictional boundaries. As part of the campaign, outreach effort will be implemented through a series of public workshops and/or visits and presentations to existing stakeholders' meetings.

It is anticipated that the Pest Management Guide will be produced within the short term as a regional effort. Distribution and outreach is expected to occur over the long run and beyond the life of the current Municipal Permit. The County of San Diego will lead and coordinate development and implementation of the regional campaign in cooperation with interested stakeholders.

5.b.4 Activity #4

Toxicity Identification Evaluation. The identification of chemicals causing risk to an organism is called a Toxicity Identification Evaluation (TIE). Specifically, if toxicity is detected, specialized TIEs may be used to help characterize and identify constituent(s) causing toxicity. It is recommended that a TIE be conducted in cases where toxicity is persistent and significant, either to determine the cause of toxicity where correlation is not evident, or to reinforce the correlation where it is evident.

Stormwater from the Tijuana River was found to be toxic to *Ceriodaphnia dubia* (96-hour, 7-day survival, and 7-day reproduction) during all storm events sampled in 2001-2002. This stormwater also persistently exceeded water quality reference values. Specifically, diazinon,

²¹ SDRWQCB 2002.

chlorpyrifos, and total and dissolved phosphorous exceeded water quality reference values for all storms monitored.

As part of the 2002-2003 contract with MEC Analytical Systems, a TIE will be conducted to help identify which, if any, constituent(s) present in the Tijuana River is causing *Ceriodaphnia dubia* toxicity. Results of this TIE will be presented in the 2004 Tijuana River Watershed URMP Annual Report, assuming that sufficient samples can be collected and analyzed.

5.b.5 Activity #5

Promote Trans-border Collaboration. The Copermittees shall encourage trans-border collaboration with other organizations on issues involving water quality within the Tijuana River watershed. The US and Mexico have been involved in various cooperative efforts (both formal and informal) in an attempt to protect natural resources along our common border. Despite these bilateral efforts, unsustainable practices have ultimately resulted in the degradation of environmental conditions; specifically, water quality²².

The Copermittees will encourage cross-border relations by working with representative from Mexico as well as other organizations that have a high level of expertise in border issues. Benefits to citizens on both sides of the border will be long-term in that this effort will ultimately contribute to the protection of this valuable watershed and reduce pollution into the streams, rivers, and ocean systems.

The activities listed in this section deal largely with the physical characteristics of the watershed, including water chemistry and methods. In the proceeding sections, the Copermittees have proposed additional long and short-term activities that will indirectly impact water quality. A summary of all the activities can be found in Section 10 of this document.

6. LAND USE PLANNING CONTEXT & PROCESSES



Cities and counties "plan" in order to identify important community issues, project future demand for services, anticipate potential problems, and to establish goals and policies for directing and managing growth. Individual jurisdictions use a variety of tools in the planning process including the general plan and a number of different federal, state and local ordinances (e.g. zoning, subdivision, grading etc.) and policies.

State law requires that each jurisdiction adopt "a comprehensive, long-term General Plan for [its] physical development." This general plan is the official city or county policy regarding the development of housing, business, industry, roads, parks, and other land uses. The Plan also provides guidelines for the protection of the public from noise and other environmental hazards, as well as the conservation of natural resources. The

²² EPA, US-Mexico Border XXI Program Framework Document, October 1996

legislative body of each city (the city council) and each county (board of supervisors) adopts zoning, subdivision and other ordinances to regulate land uses and to carry out the policies of its General Plan. This Plan can be described as the city's or county's blueprint for future development. It represents the community's view of its future; a constitution made up of goals and policies upon which the city council, board of supervisors and planning commission will base their land use decisions.

As mentioned in the Introduction, Objective #2 of the Tijuana River watershed URMP is to incorporate watershed principles into land use planning. The sections below will explain how the Tijuana River Watershed Copermittees are working together to accomplish this objective and Municipal Permit requirement.

For the purposes of developing policies and planning related to land-uses that directly affect watersheds, two elements in particular must be examined. The first, the **land use element**, designates the general location and intensity of housing, business, industry, open space, education, public buildings and grounds, waste disposal facilities, and other land uses. The second, the **conservation element**, addresses the conservation, development, and use of natural resources including water, forests, soils, rivers, and mineral deposits. Within these documents typically lie the identification of water quality-related land use planning goals, objectives, and policies that guide long-range and current planning decisions.

6.a. Individual Jurisdictional Planning Goals

The following is a brief discussion of each of the Tijuana River Watershed Copermittees planning goals and policies as outlined in their General Plans, as they relate to watershed planning activities, including collaboration with other Tijuana River Watershed Copermittees, and how the individual jurisdiction handles matters that directly, or indirectly, affect the other jurisdictions within the Tijuana River watershed.

6.a.1 City of Imperial Beach

The City of Imperial Beach is particularly sensitive to the impact of watershed pollution because of its geographic location at the down stream end of the drainage basin. The General Plan recognizes this unique location and critical relationship of what happens in the watershed to the well being of the City. The City is a "small beach oriented town" as described in the General Plan Goal 11. Thus the City actively works with the neighboring communities to preserve the coastal environment. As noted in the introduction to the General Plan, Design Element, "The character of Imperial Beach's environment presents both special opportunities and special perils. The opportunity lies in the richness of the City's natural, coastal setting. The peril lies in the fragile nature of Imperial Beach's environment and in the speed with which it can be destroyed." Imperial Beach has few industries and must, therefore, rely on the attraction of the tourists for economic development. The beach area is most critical to the City's economic well-being.

Goal 3 of the General Plan states, "Imperial Beach is an integral part of the larger California coastal community, linked by shared resources that are prized by the state, national and even international community. Congenial and cooperative use of these resources by both residents and visitors is recognized. Solutions for cooperative use shall always be based on retaining the area's resources."

In the General Plan Conservation and Open Space Element, Policy CO-9, the City is committed to supporting actions to ensure water quality and watershed protection including but not limited to:

- To the extent feasible, preserve, and where possible, create or restore areas that provide water quality benefits, such as riparian corridors and wetlands, and promote the design of new developments so that it protects the natural integrity of drainage systems and water bodies.
- Avoid conversion of areas particularly susceptible to erosion and sediment loss and/or establish development guidance that identifies these areas and protects them from erosion and sediment loss.
- To the extent feasible, minimize the amount of impervious surface and directly connected impervious surfaces in areas of new development and redevelopment and maximize the on-site infiltration of runoff. Where this is not feasible, encourage runoff management practices that minimize the volume of urban runoff discharged to receiving waters.
- In watershed planning, pollution prevention should be the first priority, to be followed by source control (only when pollution prevention is not technologically feasible), and pollution control.
- Reduce pollutants associated with vehicles and increasing traffic resulting from development. Coordinate local traffic management reduction efforts with the San Diego County Congestion Management Plan
- Implement the San Diego Association of Government's (SANDAG's) recommendations as found in the Water Quality Element of its Regional Growth Management Strategy.
- Post-development runoff from a site shall not contain pollutant loads which cause or contribute to an exceedance of receiving water quality objectives or which have not been reduced to the maximum extent practicable.

In the General Plan Design Element – Policy D-8, it is stated that:

- h. Developments shall be designed to protect water quality and provide for water protection.
 - New development and redevelopment shall minimize the amount of impervious surfaces and directly connected impervious surfaces in areas of new development and redevelopment and where feasible slow runoff and maximum on-site infiltration of runoff.
 - New development and redevelopment shall implement pollution prevention methods supplemented by pollutant source controls and treatment through the use of small collection strategies located at or as close as possible to the source to minimize the transport of urban runoff and pollutants offsite and into the storm water sewer system
 - Prior to making land use decisions, utilize methods available to estimate increases in pollutant loads and flows resulting from projected future development. New development and redevelopment shall incorporate structural and non-structural Best Management Practices (BMPs) to mitigate the projected increase in pollutant loads and flows.

6.a.2 City of San Diego

The City of San Diego's Progress Guide and General Plan, which was adopted on February 26, 1979, contains 13 elements for the following issues: housing, transportation, commercial, industrial, public facilities, services, and safety, open space, recreation, redevelopment, conservation, energy conservation, cultural resources management, seismic safety, and urban design. The basic goal of the plan is the "fostering of a physical environment in San Diego that will be most congenial to healthy human development." In relation to water quality, a stated sub-goal of the general plan is the "conservation of an urban environment that is in harmony with nature and retains strong linkages with it." The City's Progress Guide and General Plan is in the process of being amended to include increased emphasis on water quality, as discussed below.

The City of San Diego has recently drafted the Strategic Framework Element, which will provide the first step in updating the City's General Plan since 1979. Several factors that influenced the timing of this update include:

- The City's population is projected to increase by approximately 350,000 people by 2020;

- Less than 10 percent of the City's land is vacant and available for new development, meaning the City must shift from developing vacant land to reinvesting in existing communities;
- The City faces a significant shortfall in public facilities and services;
- The City needs to address traffic congestion and other quality of life concerns; and,
- Housing is increasingly unaffordable and unavailable.

The Strategic Framework Element provides the overall structure to guide the General Plan update, including future community plan amendments and implementation of a Five-Year Action Plan. The Strategic Framework Element contains a strategy called the City of Villages to direct future growth as San Diego shifts from an era of building upon abundant open land to one of reinvesting in existing communities. It represents the City's new approach for shaping how the City will grow while preserving the character of its communities and its most treasured natural resources and amenities. Drafting and production of the Strategic Framework Element represents a partnership between City staff, other agencies, the Strategic Framework Citizen Committee, and many interested citizen groups and City residents.

The Five-Year Action Plan is a companion document to the Strategic Framework Element. It outlines the work program proposed to implement the City of Villages strategy with its major policy recommendations regarding urban form, neighborhood quality, public facilities and infrastructure, conservation and the environment, economic prosperity and affordable housing. The Action Plan is the guide to how, when, and who is responsible for implementing the goals. The Action Plan identifies actions to be taken, the "Lead Department(s)" to further the action, whether staff funding is available to work on the action, potential public and private sector partners who should be involved, and a monitoring program to assess progress in implementing the strategy. An important activity in the Five-Year Action Plan is the adoption of a new conservation element to the Progress Guide and General Plan with a chapter devoted to water quality and watershed and habitat protection. A key goal of this chapter would be to "take an active leadership role in promoting rural and open space preservation throughout the region."

The City of Villages strategy is designed to complement and support long-range growth management strategies throughout the region. The City coordinates and works closely with regional planning entities including the County, San Diego Association of Governments (SANDAG) and the Metropolitan Transit Development Board (MTDB). Two examples of the benefits of the regional coordination associated with the City of Villages are: 1) the real potential to limit sprawl in outlying areas of the county, and 2) a significantly superior transit system that can provide more choices for San Diegans to move about the City.

While the development of the Strategic Framework Element has been closely coordinated with many other local agencies, the City of San Diego continues to play a leading role in regional planning. This role includes working with other cities and agencies in refining the regional arterial transportation network, expanding transit services, developing a long-term airport solution for the region, assuring availability of adequate sources of water and utilities for urban needs, and achieving goals for a regional open space network. The City of San Diego is currently participating in the preparation of a Regional Comprehensive Plan (RCP), a countywide effort to identify and support smart growth development patterns, with all of the SANDAG member agencies. Beginning in the 1990s, officials representing the cities of San Diego and Tijuana entered into an unprecedented partnership to collaborate on issues that impact citizens on both sides of the U.S./Mexico border.

6.a.3 County of San Diego

The Regional Land Use Element of the County of San Diego's existing General Plan sets as its overall goal the requirement that planning in the County will "accommodate population growth and influence its distribution" in such a way as to "protect and use scarce resources wisely" and to "preserve the natural environment." The County's Regional Land Use Element also states that one of its Government Structure Goals (Goal 5.4) is to "coordinate planning efforts within the cities of the region... to develop compatible land use strategies."

Portions of the Tijuana River Watershed lie within several community and subregional planning areas, including:

Otay	Potrero	Boulevard
Jamul/Dulzura	Tecate	Jacumba
Mountain Empire	Lake Morena	

After reviewing these documents, it was found that while the existing plans had references to jurisdictional collaboration, water quality, watershed protection, and stormwater pollution principles, they were scattered throughout the documents. It was also found that this language was not standardized, and was included in some community plans, but not others. As such, efforts are currently underway to modify the General Plan (GP2020) to improve upon this jurisdictional collaboration to make the language more standardized and consistent. The proposed work plan with associated estimated due dates are included in the County's Jurisdictional URMP.

As part of the GP2020 update, the County of San Diego is developing land use goals and policies that are intended to maintain a built environment that is compatible with and sensitive to its natural setting and retains communities and country towns of unique local character. Appropriately identified land uses should enhance, serve, and contribute

to an existing communities character as well as protect natural resources while maintaining the public safety and public and private property rights of landowners.

New developments shall be consistent with a community's character and meet the needs for a diverse range of ages, incomes, abilities and lifestyles. New development shall also provide for the protection of the County's natural resources including ground-water resources, dark skies, cultural and historical resources, agriculture, natural floodplains, wetlands, environmentally sensitive lands, air quality, and water quality through the creation of greenbelts and, wildlife corridors and other open space areas. County of San Diego's General Plan includes goals and polices that provide mechanisms intended to preserve open spaces for conservation of natural resources, recreational and educational activities.

The ultimate goal of the County of San Diego's General Plan update is to allow for efficient, economical, coordinated, and timely provision of public facilities and services including water, sewer, roads, drainage and storm-water runoff, schools, parks, libraries, police, fire protection, and emergency medical.

6.b. Current Inter-Jurisdictional Planning Collaborative Mechanism

State law requires that local governments hold public hearings prior to most planning actions. At the hearing, the council, board, or advisory commission will explain the proposal (whether a development proposal, ordinance amendment or general plan update), consider it in light of local regulations and environmental effects, and listen to testimony from interested parties.

Jurisdictions (as well as the public at large) have the opportunity to comment on and to participate in hearings relating to land use actions including development. Most development projects within the State of California are considered to require a discretionary review by the jurisdiction with the lead permit approval authority for the project. Therefore, pursuant to the California Environmental Quality Act (CEQA), before a project can be approved by a jurisdiction, most projects must undergo some form of environmental review, a process, which includes a public notification and comment opportunities. Also several types (not all) of these projects require that the jurisdiction hold a notified public hearing prior to approval of a project.

As part of many of the individual jurisdiction's Standard Urban Stormwater Management Plan (SUSMP), discretionary projects are required to fully and adequately characterize the project site's existing water quality, analyze the drainage, develop effective post-construction storm water Best Management Practices (BMPs) and ensure the effectiveness of the BMPs through proper maintenance and long-term fiscal responsibility. Prior to being approved by a hearing body, the environmental documents that are prepared for the project, as required under the California Environmental Quality Act (CEQA), will be available for review for a period ranging from 20 to 45 days to interested stakeholders.

6.c. Watershed-Based Land Use Planning Mechanisms

The jurisdictions that make up the Tijuana River watershed will utilize a combination of practices to facilitate the integration of watershed data and information into their land use decision-making processes. This process is intended to ensure the protection of the water quality within the watershed and receiving water bodies. The mechanisms used to facilitate cross-jurisdictional land use planning to ensure consideration of the health of the watershed are described below.

- Costa-Machado Water Act of 2000 – Proposition 13
- Water Quality Assessment
- Information & Materials Sharing
- Jurisdictional Planning

Each jurisdiction will determine the most appropriate degree that each of these methods will be employed.

6.c.1 Costa-Machado Water Act of 2000 – Proposition 13

The County of San Diego with support from numerous stakeholders within the watershed have been given the responsibility of developing a comprehensive watershed management plan for the Tijuana River watershed (Costa-Machado Water Act of 2000 – Proposition 13). The plan components include developing a watershed advisory council, stakeholder database development, watershed resource inventory, watershed analysis, management goals and strategies and ultimately, the watershed management plan.

The jurisdictions on the United States side of the border (San Diego County, and Cities of Imperial Beach and San Diego) will examine the feasibility of an agreement (i.e. Joint Execution of Powers Agreement (JEPA); Memorandum of Agreement (MOA); or Memorandum of Understanding (MOU), etc.) that will assist the Tijuana River Watershed Copermittees in implementing the goals and policies that will eventually be proposed as part of the watershed management plan.

6.c.2 Water Quality Assessment.

As illustrated in Figure 6-1, the annual watershed-based water quality assessment conducted collaboratively by the storm water programs in each jurisdiction will form the informational basis for all watershed activities and programs later initiated by jurisdictions, including land use planning. Jurisdictional storm water programs will consider the role of land use planning during the development of their overall control strategies for specific issues and problems identified as priorities for the watershed. On an annual basis, as appropriate, specific data, information, and/or recommendations will be developed or compiled during the water quality assessment process and distributed to each

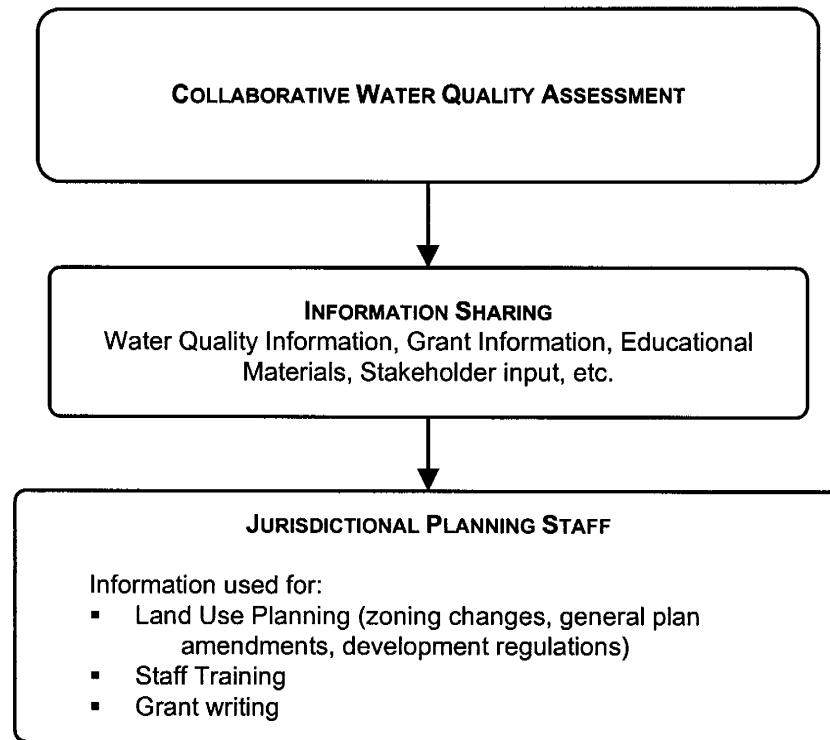
jurisdiction's respective planning departments for consideration by land use planners and other decision makers to ensure adequate consideration of watershed-level problems and solutions.

6.c.3 Information / Materials Sharing

For watershed issues to be successfully integrated into the land use planning process, effective dialogue must be established between the jurisdiction's storm water programs, planning staff, and other stakeholders. To this end, the City of Imperial Beach, Tijuana River Watershed Lead Copermittee will establish forums as it determines necessary to ensure effective communication with planning staff both jurisdictionally and on a watershed basis. In both instances, the purpose of the meetings will be to facilitate the exchange of pertinent watershed-specific information and to explore the collaborative development of planning strategies between storm water managers and planners. With respect to watershed-level meetings, the City of Imperial Beach as lead Copermittee or their designee will facilitate meetings attended by representatives from each jurisdiction in the watershed, other interested agencies, and the public. The meetings will provide a general forum for discussions regarding projects that may impact water quality within other watershed jurisdictions, as well as collaborative opportunities for grant fund applications, coordination of natural resource planning, and mitigation within watersheds. Land-use planning departments will annually evaluate the effectiveness of these and other mechanisms of collaborative land-use planning to enhance their effectiveness.

Continued collaboration on the development of Watershed URMPs will necessarily result in the identification and/or generation of various written and/or electronic forms of data and information (data, reports, etc.) relevant to land use planning. As appropriate, Tijuana River Watershed Copermittees will ensure that such materials are shared with land use planning staff within their individual jurisdictions as well as other jurisdictions within a particular watershed.

Examples of relevant information, materials, or work products which may be shared periodically include grant proposals, restoration or BMP development projects, approvals for unique (such as projects approved with SUSMP waivers) or large development projects, monthly meeting notices, and information on various other activities such as mitigation or structural BMP efforts, educational activities, and grant proposals. Where appropriate, Tijuana River Watershed Copermittees will consider the development of standardized materials such as worksheets or letters that can be distributed to other watershed jurisdictions directly or via the Lead Copermittee.

Figure 6-1: Collaboration Flow Chart

6.c.4 Jurisdictional Planning

As additional watershed information and data is developed it will be shared with each jurisdiction's planning department. It is intended that there would be collaboration between the planning staff and the storm water program staff within each jurisdiction to discuss potential land use planning changes, training, and grant opportunities that may be appropriate for the issues identified in the water quality assessment. For example, information gathered during the water quality assessment phase described above will form the basis of watershed-specific training elements developed either individually or collaboratively by the jurisdictions. Planning staff may also be encouraged to participate in grant writing and implementation with watershed stakeholders. In addition, relevant water quality data and findings generated through the water quality assessment may be used to determine whether new development regulations, zoning regulations, or land use policies are needed to address specific water quality.

6.d. Other Watershed Based Planning Efforts

For watershed issues to be successfully integrated into the land use planning process, effective dialogue must be established between the responsible parties. To this end, stormwater managers within the Tijuana River Watershed (e.g., the Copermittee staff with primary responsibility for completion and implementation

of the Watershed URMP) have begun to establish forums to ensure effective communication with planning staff, both jurisdictionally and on a watershed basis. In both instances, the purpose of the meetings will be to facilitate the exchange of pertinent watershed-specific information and to explore the collaborative development of planning strategies between stormwater managers and planners. As of the date of this document, the following forums/groups have been established by the Copermittees within the Tijuana River watershed:

Tijuana River Watershed URMP Workgroup. The jurisdictions within the Tijuana River watershed have assembled the Tijuana River Watershed URMP Workgroup. The group, which consists of representatives from the County of San Diego and the Cities of Imperial Beach and San Diego, is tasked with developing a watershed based stormwater management plan for the Tijuana River watershed (which is this document). Once the Watershed URMP has been submitted to the regional board, the group will continue to meet as necessary to coordinate the implementation of the activities that are outlined in the document.

7. PUBLIC PARTICIPATION COMPONENT



The fourth objective of the Tijuana River Watershed URMP, as noted in the Introduction is to Encourage and enhance stakeholder involvement within the watershed.

Broad participation is critical to the success, further development and implementation of the watershed program. While participating jurisdictions aim to improve coordination among their own agencies, the watershed approach calls upon these agencies to engage diverse stakeholders in this process, including other regulatory agencies, environmental groups, educational institutions, landowners, and private citizens. Further, the participating jurisdictions recognize that no single agency has the capacity to address water quality issues on its own and broad partnerships are essential to positively affect the water resources in our region. It is only through a collaborative approach, that we will develop a better understanding of the issues and processes affecting water quality in our watersheds and subsequently select and address priorities.

7.a. **Public Participation To Date**

The Tijuana River Watershed URMP has been developed based on a set of model guidelines that were produced with public input. All San Diego Copermittees held a series of meetings which were open to the public and noticed through the County of San Diego Project Clean Water website beginning in early 2002. The County of San Diego and all other copermittees via e-mail and personal communication also provided additional notice to numerous stakeholders. The County has provided leadership in outreach efforts by compiling a list of interested stakeholders that currently contains over 700 names. All other jurisdictions have also identified other stakeholders and submitted contact information to County staff for inclusion in their master distribution list. To further encourage public participation, related meeting agendas and minutes were also promptly made available through the County's

website. Lastly, the model guidelines were also posted online in early August of 2002 along with contact information for each watershed.

To ensure further participation during program development, the Watershed URMP has been made available for public review through the County's web site. Notice of their availability has taken place via e-mail communication (using the County's master distribution list) as well as through other numerous means, including announcements at public meetings and personal phone calls.

Additionally, the proposed Tijuana River Watershed URMP was presented before the City of Imperial Beach's City Council at a public hearing in December 2002, where public testimony was heard and addressed. The final document was approved by the City Council on January 6, 2003.

7.b. Future Public Participation

Tijuana River Watershed Copermittees will continue to pursue a strategy to actively encourage the participation and input of diverse stakeholders. The County's Project Clean Water has been identified as the principal forum for future public participation. Other mechanisms identified to foster public participation include Copermittee collaboration & community workshops as well as integration and participation in local planning activities. The following mechanisms are being proposed/pursued:

- Stormwater Copermittee Collaboration & Community Workshops;
- Integration and participation in local planning activities
- Project Clean Water
- Other Public Mechanisms
 - Discretionary Project Review Process
 - Imperial Beach Public Hearing
 - City of San Diego Clean Water Task Force

7.b.1 Stormwater Copermittee Collaboration & Community Workshops

Tijuana River Watershed Workgroup, which consists of representatives from the County of San Diego, City of Imperial Beach and City of San Diego, will collaborate on public participation activities, such as regional events (e.g. an annual beach and/or creek cleanup).

7.b.2 Integration and Participation in Local Planning Activities

Watershed planning has become an issue of increasing importance over the past few years. Various local planning efforts provide forums for exploring both the development of watershed and jurisdictional activities and programs. The relationship of these efforts to the Watershed URMP development and implementation cannot be overstated since they address complementary policies and all rely on public participation for

success. Watershed management planning is multi-faceted in that it considers the correlation of many elements, including water quality and quantity, habitat and wetlands, and flood and fire management. Water quality can be used as an indicator of the health of the watershed. The Tijuana Watershed URMP is another key element to the overall watershed management planning process.

Efforts are currently underway that will not only look into a mechanism to facilitate land use planning, but also provide a vehicle for stakeholder input (Costa-Machado Water Act of 2000 – Proposition 13). As part of the contract for the Tijuana River Watershed Management Plan, stakeholders of the Tijuana River watershed (US and Mexico) will have the opportunity to provide input on a comprehensive watershed management plan for the Tijuana River watershed. While this project will not always be directed specifically at storm water permit compliance, it addresses complementary policies and provide opportunities for collaboration.

7.b.3 Project Clean Water

Project Clean Water, initiated in July 2000, established a framework for the broad-based and collaborative development of solutions to local water quality issues. The relationship of Project Clean Water policies to Municipal Permit compliance is important. An underlying tenet of this effort is that Municipal Permit compliance alone cannot achieve clean water. As such, Project Clean Water seeks to actively involve a multitude of stakeholders in exploring water quality issues, their causes, and their solutions. This significantly broadens the base of stakeholder input available to consider issues directly related to Municipal Permit compliance. As with Copermittee meetings, all Project Clean Water meetings are open to the public and participation is encouraged through a variety of avenues including a website, electronic notifications and personal phone calls.

Project Clean Water is generally organized according to two types of working bodies, Technical Advisory Committees (TACs) and Technical Workgroups²³. TACs are responsible for the overall coordination and exploration of four broad subject areas crucial to water quality management; (1) Comprehensive Planning, (2) Legislative and Regulatory Issues, (3) Science and Technology, and (4) Education and Resource Development. Each TAC compiled a baseline inventory and initial assessment of activities and issues for its respective subject area during the first phase of the project, and is now conducting a more intensive issues characterization and implementing specific action items identified in the June 2001 Clean Water Strategic Plan. Technical Workgroups generally explore more focused issues. During 2001, Technical Workgroups emphasized stormwater permit compliance, and

²³ During 2001, all Copermittees and SDRWQCB staff participated in one or more Project Clean Water TACs or Technical Workgroups.

developed eight model program guidances and other work products intended to ensure public input during the development of these programs. Technical Workgroups will continue to deal with specific focused issues.

To provide information on meetings, work products, and other valuable links to the public and interested parties, a Project Clean Water website (www.projectcleanwater.org) was launched in January 2001. To date, interested parties have extensively utilized the site to post various work products for review and comment. It is the goal of the program to establish this site as a centralized source of water quality information for the San Diego region.

In November 2002, a draft copy of the Tijuana River Watershed URMP was placed on the website. Project Clean Water stakeholders were notified via e-mail and encouraged to review and comment on the document. Tijuana River Watershed Copermittees will continue to use Project Clean Water as a vehicle to update stakeholders and encourage feedback as the workgroup continues to develop and implement the Watershed URMP and other watershed related management plans.

7.b.4 Other Public Mechanisms

Watershed planning has become an issue of increasing importance over the past few years. Various local planning efforts provide existing forums for exploring both the development of watershed and jurisdictional activities and programs.

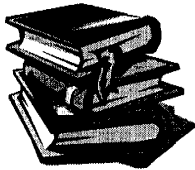
Discretionary Project Review Process. As previously discussed in Section 6, the public has the opportunity to comment on and to participate in hearings related to stormwater compliance by proposed discretionary (development) projects. All such projects require some form of California Environmental Quality Act (CEQA) compliance, with related public notice and comment opportunities. The consideration of projects by any hearing body involves public hearing and notification procedures.

Imperial Beach City Council Hearings. For each urban runoff policy (JURMP, Watershed URMP, SUSMP), ordinance and general plan adoption, a public hearing or public meeting is held whereby the public is encouraged to participate in the hearing/meeting to provide input, comments and suggestions. Through this method, the City ensures that the community is educated through, and participates in, the decision process. The proposed Tijuana River Watershed URMP was presented before the City Council at a public hearing in December 2002. Annual reports will also be presented before the City Council in a public meeting setting. Again, public participation will be encouraged as another avenue for education and public interaction.

City of San Diego Clean Water Task Force. In April 2001, the City of San Diego Clean Water Task Force was established by the City of San

Diego Mayor Dick Murphy to advise the Mayor and City Council on water quality issues. "Cleaning up our beaches and bays" is one of the Mayor's top ten goals. The Task Force, which is co-chaired by the Mayor and San Diego City Council member Scott Peters, consists of elected officials (including the County and Port of San Diego), academics, environmentalists, business interests, professionals, John Robertus, Executive Director of the Regional Board and other agency representatives. The Task Force meets routinely and will provide ample opportunities to obtain input from community stakeholders and government agencies. Thus far, the Clean Water Task Force has reviewed and provided input in the updated City of San Diego Stormwater Ordinance (and related revisions to the Land Development Code), the Model Standard Urban Storm Water Mitigation Plan (SUSMP) and various water quality projects. The Task Force has also advocated for state funding for specific water quality projects.

8. EDUCATIONAL PROGRAM



Objective #3 of the Tijuana River Watershed URMP is to enhance public understanding of sources of water pollution within the watershed. Section 8 below outlines how the Tijuana River Watershed Copermittees are complying with the objective and Municipal Permit requirement.

8.a. Overview / Introduction

Education is the foundation of an effective URMP and the basis for changes in behavior. Education is provided through passive modes such as written material, video and Public Service Announcements (PSAs) and active modes such as workshops and educational forums. These modes increase the target audiences' knowledge of how to reduce stormwater pollution. Active participation is encouraged, as public involvement is a pivotal force to change behavior. All education efforts are documented in appropriate accounting systems.

The watershed-based education program builds on existing URMP educational activities. To this end, watershed-based educational components target sources of pollution and how land use relates to water quality. Tijuana River Watershed Copermittees will cooperatively develop, implement, evaluate and report on appropriate program elements. The watershed-based education program will strive to do the following:

- Emphasize watershed concepts;
- Pursue watershed-level activities with jurisdictional and regional approaches; and,
- Aim to create community stewardship for water resources.